

## Message Text

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PAGE 01 STATE 100769

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ORIGIN SS-25

INFO OCT-01 ADP-00 /026 R

DRAFTED BY NEA/ PAB: RAFLATEN: NEA/ RA: SDSCHIFF

5/24/73 EXT 29552

APPROVED BY NEA: RPDVAVIES

NEA/ PAB: LBLAINGEN

AA/ AID: MWAMPLER

BNDD: SMCCLINTIC

S/ NM: AMB. HANDLEY

TREAS& MBACN

AID/ ASIA/ NE: BLANGMAID

AID/ ASIA: AWHITE

S/ S- O: M. EALUM

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R 250018 Z MAY 73

FM SECSTATE WASHDC

TO AMEMBASSY ISLAMABAD

C O N F I D E N T I A L STATE 100769

EXDIS

E. O. 11652: GDS

TAGS: SNAR, PK

SUBJ: NARCOTICS

1. ORAKZAI VISIT APPEARS TO BE FIRST AND UNDOUBTEDLY ONLY PARTIAL GOP REACTION TO U. S. PROMPTINGS ON NARCOTICS AND RECOMMENDATIONS OF U. S. TEAM REPORT. IT OCCURS TO US THAT BHUTTO VISIT IN JULY PROVIDES POTENTIAL PLATFORM FOR MORE FAR REACHING DECISIONS THAN YET TAKEN BY GOP. OUR BASIC GOAL IS TO SECURE GOP COMMITMENT TO COMPLETE CESSATION OF OPIUM PRODUCTION BY SPECIFIC DATE, AND TO INCREASE ITS ENFORCEMENT CAPABILITY AGAINST TRAFFICKING. WE BELIEVE BHUTTO VISIT MIGHT BE USED TO ACCELERATE DECISION-MAKING. WE HAVE IN MIND SCENARIO IN FOLLOWING PARAS AND WOULD APPRECIATE YOUR COMMENTS AND RECOMMENDATIONS BOTH ON THE GENERAL IDEA OF TRYING TO OBTAIN NARCOTICS DECISIONS

CONFIDENTIAL

CONFIDENTIAL

PAGE 02 STATE 100769

IN RELATION TO VISIT AND ON SPECIFICS OF SCENARIO.

2. BELIEVE MOST FEASIBLE WAY OF GOP'S MOVING TO TOTAL BAN ON PRODUCTION WOULD BE IN STAGES. WHAT WE WOULD LIKE TO GET FROM GOP IS PUBLICLY ANNOUNCED DECISION TO END SETTLED AREA PRODUCTION AND TO DEVELOP TIMETABLE FOR TOTAL ERADICATION.

3. TIMETABLE WE HAVE IN MIND IS AS FOLLOWS:

A. NO LICENSES TO BE ISSUED FOR 73-74 CROP YEAR FOR OPIUM PRODUCTION IN SETTLED AREAS. TO INSURE BAN EFFECTIVELY MONITORED THERE WOULD HAVE TO BE APPROPRIATE EMPHASIS DURING CURRENT CROP YEAR ON FORMATION OF NARCOTICS STRIKE SQUADS RECOMMENDED BY US TEAM.

B. EXCISE LAWS COVERING OPIUM PRODUCTION WOULD BE EXTENDED TO MERGED AREAS THIS YEAR, AND BAN ON PRODUCTION IN MERGED AREAS WOULD BE MADE EFFECTIVE FOLLOWING 1975 HARVEST. IN INTERIM PERIOD GOVERNMENT WOULD PURCHASE MERGED AREA PRODUCTION FOR LAHORE FACTORY AT CURRENT LEGAL PRICE.

C. BAN ON PRODUCTION IN TRIBAL AREAS WOULD BECOME EFFECTIVE IN 1977.

4. THIS PHASED PROGRAM FOLLOWS CLOSELY RECOMMENDATIONS OF U. S. NARCOTICS TEAM. IT IS BASED ON BELIEF THAT MAJOR PORTION OF PAKISTANI OPIUM IS PRODUCED IN SETTLED DISTRICTS AND THAT TRIBAL AREA PRODUCTION REPRESENTS LESS THAN ONE FOURTH OF OVERALL PRODUCTION.

5. BELIEVE GOP WILL WISH TO DEVELOP SOME PLAN FOR ASSISTING CULTIVATORS WHO WILL BE AFFECTED BY BAN ON POPPY CULTIVATION. U. S. TEAM RECOMMENDED THAT FERTILIZER OF VALUE EQUIVALENT TO THIS YEAR'S ILLICIT OPIUM CROP BE PROVIDED TO REGULAR OPIUM GROWERS IN SETTLED DISTRICTS TO COMPENSATE THEM FOR LEGITIMATE LOSSES. PROPERLY APPLIED, THIS AMOUNT OF FERTILIZER WOULD INCREASE NORMAL  
CONFIDENTIAL

CONFIDENTIAL

PAGE 03 STATE 100769

WHEAT CROP BY VALUE NEARLY EQUAL TO AMOUNT OF OPIUM THAT AVERAGE FARMER NOW SELLING ON BLACK MARKET AS WELL AS AMOUNT HE SELLS LEGALLY. SIMILAR FERTILIZER GRANTS AND/ OR ASSISTANCE IN IMPROVING OTHER CROPS AND/ OR ASSISTANCE TUBEWELLS, STORAGE DAMS AND OTHER TYPES OF AGRICULTURAL PROJECTS MIGHT BE OFFERED TO MERGED AREA CULTIVATORS AFTER 1975 HARVEST ON BASIS OF HOW MUCH OF 1974 AND

1975 OPIUM CROP THEY SELL TO GOVERNMENT. COMPENSATION TO TRIBAL AREAS MIGHT BE LESS INDIVIDUALIZED AND MIGHT INCLUDE ASSISTANCE WITH TUBEWELLS, SMALL STORAGE DAMS, AND ELECTRICITY WHICH ARE DESIRED BY TRIBAL PEOPLE. BELIEVE HOWEVER THAT DECISION ON FORM AND LEVEL OF COMPENSATION OF OPIUM CULTIVATORS SHOULD BE SOLELY UP TO GOP, WITH USG AVOIDING ANY COMMITMENT TO PROVIDE ASSISTANCE FOR COMPENSATION TO CULTIVATORS ( E. G. FERTILIZER, COST OF WHICH FOR SETTLED AREA DISTRIBUTION IN 1973 WOULD BE LESS THAN DOLLARS 100,000).

6. GOP WILL EXPECT EXTERNAL ASSISTANCE TO CARRY OUT A PROGRAM ALONG FOREGOING LINES. OUR GENERAL THOUGHTS ON THIS SUBJECT ARE AS FOLLOWS:

-- FOR FIRST PHASE, SINCE TIME IS SHORT AND TO HELP PAKS MAKE REAL START AND GENERATE MOMENTUM, WE WOULD BE PREPARED TO PROVIDE ASSISTANCE TO GOP IN FORMING NARCOTICS STRIKE SQUADS, AND IT IS OUR UNDERSTANDING THAT MISSION-GOP DISCUSSIONS NOW UNDERWAY ON BARANIDEVELOPMENT ACTIVITIES WILL INCLUDE MAJOR ASSISTANCE EFFORT IN POPPY GROWING AREAS.

-- FOR SECOND AND THIRD PHASES, WE WOULD WANT TO SEE ASSISTANCE BROADENED TO MULTILATERAL GROUP, ALONG LINES OF CONTEMPLATED UN- LED COORDINATING GROUP IN AFGHANISTAN. WOULD ANTICIPATE THAT THESE TWO PHASES OF PROGRAM WOULD ALSO INVOLVE PROGRESSIVE STRENGTHENING OF ENFORCEMENT MACHINERY. WHILE U. S. WOULD BE PREPARED MAKE APPROPRIATE CONTRIBUTION OF ASSISTANCE DURING THESE PHASES, NO COMMITMENT COULD BE MADE UNTIL WE HAVE BETTER IDEA OF AMOUNTS AND TYPES OF ASSISTANCE INVOLVED.

7. WE RECOGNIZE THERE MAY BE POLITICAL RISKS IN TYING  
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PAGE 04 STATE 100769

ANNOUNCEMENT OF PRODUCTION BAN TO VISIT AND WOULD THEREFORE DEFER TO GOP JUDGMENT AS TO TIMING OF PUBLIC ANNOUNCEMENT. BUT WE BELIEVE THAT UNEQUIVOCAL STATEMENT BY BHUTTO IN CONTEXT OF VISIT, ON ERADICATION, WOULD STRIKE GOOD NOTE HERE. WHAT WE REALLY WANT TO USE VISIT FOR IS OBTAINING GOP DECISION ALONG LINES DESCRIBED. AT SAME TIME WE ARE PREPARED GIVE ASSURANCE TO GOP THAT THEY CAN COUNT ON OUR ASSISTANCE FOR ENFORCEMENT IN LAUNCHING FIRST PHASE OF PROGRAM.

8. OCCURS TO US GOP MAY HESITATE ABOUT MAKING DECISION ABOUT BANNING PRODUCTION IN MERGED AND TRIBAL AREAS WITHOUT HAVING ASSURANCE OF EXTERNAL ASSISTANCE. IF THIS SHOULD PROVE TO BE THE CASE, BELIEVE ANNOUNCEMENT COULD

BE MADE CONDITIONAL.

9. AT THIS STAGE THIS SHOULD NOT BE DISCUSSED WITH GOP.  
WE WOULD LIKE YOUR VIEWS SOONEST ON GENERAL OUTLINE ABOVE  
AND ON LEVEL AND TYPE OF ASSISTANCE YOU THINK WOULD BE  
NECESSARY TO ACCOMPLISH TASK. RUSH

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\*\*\* Current Classification \*\*\* CONFIDENTIAL

## Message Attributes

**Automatic Decaptioning:** Z  
**Capture Date:** 01 JAN 1994  
**Channel Indicators:** n/a  
**Current Classification:** UNCLASSIFIED  
**Concepts:** n/a  
**Control Number:** n/a  
**Copy:** SINGLE  
**Draft Date:** 25 MAY 1973  
**Decaption Date:** 28 MAY 2004  
**Decaption Note:** 25 YEAR REVIEW  
**Disposition Action:** RELEASED  
**Disposition Approved on Date:**  
**Disposition Authority:** golinofr  
**Disposition Case Number:** n/a  
**Disposition Comment:** 25 YEAR REVIEW  
**Disposition Date:** 28 MAY 2004  
**Disposition Event:**  
**Disposition History:** n/a  
**Disposition Reason:**  
**Disposition Remarks:**  
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**Document Source:** CORE  
**Document Unique ID:** 00  
**Drafter:** RAFLATEN: NEA/ RA: SDSCHIFF  
**Enclosure:** n/a  
**Executive Order:** RR  
**Errors:** n/a  
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**Handling Restrictions:** n/a  
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**Legacy Key:** link1973/newtext/t19730553/aaaajsbq.tel  
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**Office:** ORIGIN SS  
**Original Classification:** CONFIDENTIAL  
**Original Handling Restrictions:** EXDIS  
**Original Previous Classification:** n/a  
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**Page Count:** 4  
**Previous Channel Indicators:**  
**Previous Classification:** CONFIDENTIAL  
**Previous Handling Restrictions:** EXDIS  
**Reference:** n/a  
**Review Action:** RELEASED, APPROVED  
**Review Authority:** golinofr  
**Review Comment:** n/a  
**Review Content Flags:**  
**Review Date:** 04 JAN 2002  
**Review Event:**  
**Review Exemptions:** n/a  
**Review History:** RELEASED <04-Jan-2002 by martinjw>; APPROVED <26 FEB 2002 by golinofr>  
**Review Markings:**

Declassified/Released  
US Department of State  
EO Systematic Review  
30 JUN 2005

**Review Media Identifier:**  
**Review Referrals:** n/a  
**Review Release Date:** n/a  
**Review Release Event:** n/a  
**Review Transfer Date:**  
**Review Withdrawn Fields:** n/a  
**Secure:** OPEN  
**Status:** <DBA CORRECTED> gwr 980304  
**Subject:** NARCOTICS  
**TAGS:** SNAR, PK  
**To:** ISLAMABAD  
**Type:** TE  
**Markings:** Declassified/Released US Department of State EO Systematic Review 30 JUN 2005